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Programme planning

Proposed strategic framework for the period 2016-2017

Part two: biennial programme plan

Programme 4
Peacekeeping operations

Contents

	Page
Overall orientation	2
A. Peacekeeping operations	4
Subprogramme 1. Operations	4
Subprogramme 2. Military	5
Subprogramme 3. Rule of law and security institutions	6
Subprogramme 4. Policy, evaluation and training	8
Subprogramme 5. Field administrative support	9
Subprogramme 6. Integrated support services	10
B. Peacekeeping missions	11
1. United Nations Truce Supervision Organization	11
2. United Nations Military Observer Group in India and Pakistan	12
Legislative mandates	12

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Overall orientation

4.1 The overall purpose of the programme is to support the maintenance of peace and security through the deployment of peacekeeping operations in accordance with and by authority derived from the principles and purposes of the Charter of the United Nations. The mandates of the programme are provided in relevant resolutions of the Security Council and the General Assembly.

4.2 The programme comprises the Department of Peacekeeping Operations and the Department of Field Support. The Department of Peacekeeping Operations closely coordinates four interdependent and complementary subprogrammes (operations, military, rule of law and security institutions, and policy, evaluation and training) and integrates cross-cutting responsibilities in the planning and support of peacekeeping operations and special political missions under its direction. The Department of Field Support coordinates two subprogrammes for the provision of administrative and logistics support services to field-based peacekeeping and special political missions. The programme also comprises two peacekeeping missions: the United Nations Truce Supervision Organization and the United Nations Military Observer Group in India and Pakistan.

4.3 The Department of Peacekeeping Operations directs, manages and provides political and policy guidance and strategic direction to all operations under its responsibility, which comprise all traditional and multidimensional peacekeeping operations with military and/or police components and which may include elements of peacemaking and peacebuilding, as well as certain special political missions as approved by the relevant intergovernmental bodies. It also leads the integrated assessment and planning process for new Department-led operations.

4.4 The Department of Field Support provides administrative and logistical support services to United Nations peacekeeping operations, special political missions and other field presences as mandated, in the areas of human resources, finance and budget, conduct and discipline, logistics, and information and communications technology.

4.5 To implement the programme, the Departments will work in an integrated and cohesive way through joint departmental decision-making bodies and shared resources under a unified vision, direction and set of guiding principles. The Departments will ensure an integrated United Nations approach in countries where integrated peacekeeping missions are deployed alongside United Nations agencies, funds and programmes through integrated assessment and planning that reflects a shared vision and agreement on common objectives and results as well as clarity of the respective roles and responsibilities. Both Departments will continue to pursue greater coordination, within existing mandates, with external partners, including international financial institutions and regional organizations, to enhance the ability of the United Nations to maintain international peace and security. Regional and subregional approaches to peacekeeping and political strategies for multiple operations will also continue to be pursued when appropriate.

4.6 In that context, the Department of Peacekeeping Operations, the Department of Field Support and other engaged departments and organizations will plan and conduct United Nations peacekeeping activities in a manner that facilitates post-conflict peacebuilding and the long-term prevention of the recurrence of armed conflict. To increase the programme's effectiveness, policy development on and

evaluation of the application of peacekeeping best practices and lessons learned will continue, as will emphasis on greater unity of effort and tailored training for all peacekeeping personnel.

4.7 The Departments will provide information to Member States on all phases of peacekeeping operations, paying particular attention to the requirements of troop- and police-contributing countries that need to make informed decisions about their engagement in United Nations peacekeeping. The programme will aim to keep stakeholders, including Member States, informed of field support issues. In an integrated manner, special attention will be given to the safety and security of personnel in the field, and careful consideration will be given to gender and geographical balance in the staffing of operations.

4.8 The Department of Peacekeeping Operations will continue to focus its efforts on strengthening mission planning and oversight; building policy consensus on the role of United Nations peacekeepers in protecting civilians in accordance with the purposes and principles of the Charter, specific Security Council mandates, basic principles of peacekeeping (consent of the parties, impartiality and non-use of force except in self-defence and in the defence of a mandate authorized by the Security Council); and pursuing a capability-driven approach to identifying, developing and using peacekeeping resources.

4.9 Programme strategies and plans will be undertaken to establish, manage and direct peacekeeping operations and develop the capacities required to address a wide variety of conflict and post-conflict situations. A rapid and effective response to Security Council and General Assembly mandates is crucial for supporting the implementation of peace agreements between the parties to a conflict. Mandates may include monitoring ceasefires and buffer zones; disarming, demobilizing and reintegrating ex-combatants; reforming military establishments; training, advising and monitoring police forces; creating security conditions conducive to the return of refugees and internally displaced populations; promoting electoral and judicial reform and assisting civil administrations; facilitating political processes to consolidate peace and strengthened State authority; coordinating economic rehabilitation and mine-clearance programmes; and facilitating the delivery of humanitarian assistance.

4.10 By June 2015, the Department of Field Support will have mainstreamed the main benefits of the integrated service delivery model of the global field support strategy into its programme of work. Strategic, solutions-oriented Headquarters divisions will be providing cohesive guidance and support to field missions. The integrated field service delivery model will have been reinforced by the Organization-wide implementation of the Umoja enterprise resource planning system. The principles and tools developed under the global field support strategy will focus on ensuring their effective use in support of new and dynamic field missions.

4.11 As the global field support strategy approaches the end of its five-year implementation plan, the Department of Field Support will remain a strategy-driven organization, with its strategic priorities as set by intergovernmental bodies embedded within the workplans of Headquarters divisions, the Global Service Centre, shared service entities and mission support components of field missions. During the biennium, the principles that underpinned the global field support strategy will be mainstreamed into future departmental strategic planning-setting.

Departmental strategy will be accompanied by a strong results-driven performance framework to enable the effective monitoring and management of strategic objectives.

4.12 Under the programme, the Departments will also provide substantive and technical support to the Special Committee on Peacekeeping Operations, including follow-up on decisions related to peacekeeping operations taken by the Security Council and the General Assembly. The Departments will implement the recommendations of the Special Committee, as endorsed by the Assembly.

A. Peacekeeping operations

Subprogramme 1
Operations

Objective of the Organization: To ensure the effective implementation of Security Council mandates to plan and establish peacekeeping operations, as well as the effective implementation of relevant General Assembly resolutions

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Improved reporting to the Security Council, the General Assembly, other intergovernmental bodies and troop-contributing countries to enable fully informed decision-making on issues relating to peacekeeping	(a) (i) Recommendations for establishing new or implementing major adjustments to existing peacekeeping operations incorporated in resolutions of the Security Council, the General Assembly and other intergovernmental bodies
	(ii) 100 per cent of the reports of the Secretary-General to the Security Council reflect briefings with troop-contributing countries and members of the Security Council
(b) Effectively and efficiently managed peacekeeping operations	(b) (i) Percentage of integrated planning processes completed according to Security Council substantive and time requirements for establishing new or implementing adjustments to existing peacekeeping operations
	(ii) 100 per cent of peacekeeping operations fulfil major milestones as defined in and mandated by Security Council resolutions

Strategy

4.13 The Office of Operations will continue to perform its core functions of providing timely advice and analysis to the Secretary-General, the Security Council, the General Assembly, intergovernmental bodies and troop- and police-contributing

and other contributing countries on peacekeeping issues and on the integrated planning and effective direction of and support for peacekeeping operations through the provision of policy, political and operational guidance.

4.14 The Office of Operations will serve as the locus of integration for planning and political and operational support to field operations. It will employ the integrated assessment and planning policy with internal and external partners to establish and adjust operations and to ensure a fully integrated approach to the spectrum of peacekeeping, peacemaking and peacebuilding support activities, ensuring the stabilization of States in post-conflict situations. The integrated operational teams, which are managed by the Office of Operations and bring together expertise from the Department of Peacekeeping Operations, the Department of Field Support and other subject matter experts, will be the central vehicle at United Nations Headquarters for the integrated planning and conduct of United Nations peacekeeping operations and special political missions managed by the Department of Peacekeeping Operations. The teams will also serve as a principal point of entry for troop- and police-contributing countries and partners on mission-specific issues. The Office of Operations will, in coordination with the Policy, Evaluation and Training Division, institutionalize strategic partnership and enhance operational support and cooperation with relevant regional and subregional organizations to maximize crisis prevention and response, in particular with the African regional organizations. Best practices will be incorporated into the design, planning and implementation of new and existing missions, including by conducting periodic reviews of the implementation of missions' mandates.

Subprogramme 2
Military

Objective of the Organization: To effectively implement the military aspects of Security Council mandates and effectively implement relevant General Assembly resolutions

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Rapid deployment and establishment of peacekeeping operations in response to Security Council mandates	(a) (i) No longer than seven days needed to prepare military plans from the date a Security Council resolution is passed (ii) Official pledge requests to troop-contributing countries issued within five days of the date on which the list of potential troop-contributing countries is approved
(b) Increased efficiency and effectiveness of the military components of peacekeeping operations	(b) Implementation by peacekeeping operations of 100 per cent of military-related recommendations from end-of-assignment, visit, study and assessment reports endorsed by the Under-Secretary-General for Peacekeeping Operations, in compliance with relevant intergovernmental mandates

Strategy

4.15 Substantive responsibility for the subprogramme is vested in the Office of Military Affairs. The Office will continue to provide military advice on issues related to peacekeeping in order to assist the Security Council, the General Assembly, intergovernmental bodies and troop- and police-contributing countries. The Office will coordinate current mission-specific briefings to ensure that all troop-contributing countries are updated for the preparation and training of their contingents. The activities will include: issuance of military strategic guidance documents and preparation and update of operational plans for military components, such as military units standards, and contingency plans for new, ongoing, consolidating or closing operations; conduct of predeployment advisories and assessments; generation and rotation of military contingents and military experts on mission; and daily monitoring of and support for military components.

4.16 The subprogramme will: give emphasis to supporting regional peacekeeping and strengthening military partnership with the African Union, in close coordination with the United Nations Office to the African Union; strive for formalized arrangements with peacekeeping partners; encourage and increase the participation of female peacekeepers; collaborate with regional organizations to form partnerships with their military staffs and further cooperation in peacekeeping operations; formulate cohesive military-related peacekeeping policies; increase synergy and cooperation between military and police components; enhance the effectiveness of the United Nations Standby Arrangements; and improve the capability of military components to deploy rapidly during the start-up of peacekeeping operations or during a crisis in existing peacekeeping missions.

4.17 The Office will enhance responsiveness to field missions, increasing the integration of the military perspective through representatives in the integrated operational teams who have the responsibility to represent the official position of the Office, drawing upon their full capability and expertise across the entire spectrum of military issues. The Office will maintain constant liaison with the military officers assigned to other offices in the Department of Peacekeeping Operations and the Department of Field Support.

Subprogramme 3
Rule of law and security institutions

Objective of the Organization: To enable rule of law and security institutions in post-conflict societies to develop sustainable capacities and services in full compliance with the Charter of the United Nations

Expected accomplishments of the Secretariat	Indicators of achievement
(a) More timely deployment and establishment of the rule of law and security components of peacekeeping operations in response to Security Council mandates	(a) (i) Initial deployment of police to new, adjusted or transitioning peacekeeping operations within 30 days of the adoption of a Security Council resolution
	(ii) Reduction in the number of days for deployment of core rule of law (justice and corrections) and mine action personnel after the adoption of a Security Council resolution

(b) Increased efficiency and effectiveness of the rule of law and security components of peacekeeping operations	(b) (i) Increased number of integrated plans supported by police, justice, corrections, disarmament, demobilization and reintegration, security sector reform and mine action components of peacekeeping operations (ii) Increased number of host countries of peacekeeping operations that are supported by those operations so that their rule of law and security institutions can fully assume their responsibility
(c) Increased awareness and understanding of the dangers of landmines and explosive remnants of war in affected countries	(c) Reduction in the number of casualties resulting from landmines and explosive remnants of war in affected countries

Strategy

4.18 Substantive responsibility for the subprogramme is vested in the Office of Rule of Law and Security Institutions, which consists of the Police Division, the Mine Action Service, the Criminal Law and Judicial Advisory Service, the Disarmament, Demobilization and Reintegration Section, and the Security Sector Reform Unit. Strengthening rule of law and national security services and institutions in post-conflict societies is essential to building and maintaining sustainable peace and security. While supporting the delivery of early peacebuilding initiatives, each component will continue to develop and support the implementation of comprehensive strategic and operational plans for the reform and development of their respective sectors. The components will also continue to support enhanced rule of law and the security-related activities of the Organization as a whole, by acting as the leading United Nations entity or focal point globally in the areas of police and law enforcement, corrections, security sector reform and mine action; by co-leading, along with the United Nations Development Programme, the joint global focal point for the police, justice and corrections areas in the rule of law in post-conflict and other crisis situations; and by co-chairing the respective United Nations inter-agency bodies established in the areas of security sector reform, disarmament, demobilization and reintegration and mine action. The Office will continue to actively engage regional and subregional organizations, Member States, leading academics, institutions and donors and will support the development and dissemination of lessons learned and best practices. It will also strengthen its engagement with Member States and regional and national peacekeeping training centres on current training practices, security sector standards, and training guidelines and materials for police, justice, corrections and other officers.

Subprogramme 4
Policy, evaluation and training

Objective of the Organization: To provide the policy, guidance and training tools essential for planning, establishing and sustaining effective and efficient peacekeeping operations in accordance with Security Council mandates and relevant General Assembly resolutions

Expected accomplishments of the Secretariat	Indicators of achievement
Increased awareness of policies, standard operating procedures, guidelines and training standards and tools that are consistent with United Nations principles and reflect lessons learned	(i) Number of web-based materials on policy guidance, lessons learned and best practices downloaded by peacekeeping practitioners from the Department's Policy and Practice Database
	(ii) Percentage of peacekeeping training standards developed and made available to Member States, field operations, regional partners and training institutions to support predeployment, induction and ongoing training

Strategy

4.19 Substantive responsibility for the subprogramme is vested in the Policy, Evaluation and Training Division, which will provide an integrated capacity for the development of peacekeeping doctrine and guidance, informed by the systematic documentation of best practices and lessons learned; the provision of strategic guidance for standardized peacekeeping training; and the evaluation of mission performance in implementing mandates. The Division will provide services to the Department of Peacekeeping Operations, the Department of Field Support, field missions and Member States, ensuring the integration of substantive and support functions in guidance development, training and evaluation.

4.20 The aim is to enhance the efficiency and effectiveness of peacekeeping field operations and strengthen the institution of peacekeeping. The Division will develop and disseminate peacekeeping doctrine. Working with Member States and regional organizations, the Division will provide training standards and support training programmes to prepare peacekeepers for their functions in field missions and at Headquarters. The Division will support the development of peacekeeping training capacity in Member States, particularly in current and emerging troop- and police-contributing countries. The Division will identify potential peacekeeping partners and develop frameworks to enable existing ones. The Division will evaluate peacekeeping performance to guide follow-on remedial measures, including policy revision and development and training, both at Headquarters and in field missions.

Subprogramme 5
Field administrative support

Objective of the Organization: To enable United Nations peacekeeping operations and other United Nations field missions to fulfil their mandates efficiently and effectively, as authorized by the Security Council and the General Assembly

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Rapid deployment and establishment of peacekeeping operations in response to Security Council mandates	(a) Increased percentage of missions that meet the projected incumbency rates set in the context of approved mission plans and budgets
(b) Increased efficiency and effectiveness of peacekeeping operations	(b) (i) Increased percentage of international female staff serving in peacekeeping operations and other United Nations field missions
	(ii) Maintenance of a three-month average processing time frame (from receipt of the mission-certified claim to its approval by the Department) for contingent-owned equipment claims
(c) More timely response and follow-up to allegations of misconduct	(c) (i) All allegations of serious misconduct reported to peacekeeping operations are reviewed within 7 days of receipt, for entry in the Misconduct Tracking System
	(ii) All allegations of serious misconduct recorded by peacekeeping operations in the Misconduct Tracking System are referred for investigations, as appropriate, within 3 days

Strategy

4.21 The Field Personnel Division enables peacekeeping operations to fulfil their mandates by developing guidance, monitoring, and workforce planning to maintain a high-quality civilian workforce through policy implementation guidance, organizational design and classification, self-monitoring, information management, outreach, roster maintenance and succession management. It also provides direct support in the functional areas of travel and administration to all field operations that do not have fully delegated human resources management authority. The priorities of the Division for 2016-2017 are to improve the capacity of field missions to administer themselves, to strengthen the Department's capability to plan the rapid deployment of highly qualified staff and non-staff civilian capacity, to improve gender representation at all levels, to improve the representation of troop- and police-contributing countries, taking into account their contribution to United Nations peacekeeping, to provide opportunities for national capacity-building, and to implement staff development and performance assessment practices that produce confident and competent managers of financial, human and physical resources.

4.22 The Division will concentrate on monitoring the exercise of delegated authorities to discharge these functions in field missions and the Global Support Centre and on managing the global field-based workforce.

4.23 The Field Budget and Finance Division will continue to focus its programme of work and client support on the following core objectives: coordination of guidance and policy on budgetary and financial issues and processes; targeted and cross-portfolio analysis of major resourcing requirements and developments for more cost-effective field operations; development and implementation of programmes and other initiatives to strengthen field financial capacity and address emerging changes in demand, procedures, practices and requirements; timely processing of troop- and police-contributing countries' claims for contingent-owned equipment; and support to legislative bodies considering financial matters and to Member States contributing troops and police contingents. The programme of work will also involve close support in developing budget proposals and performance reports for start-up, ongoing and liquidating missions, and on-site support to strengthen the strategic budget planning of the missions.

4.24 The programme of work of the Division in 2016-2017 will be informed by the global field support strategy and the implementation of the International Public Sector Accounting Standards and Umoja. Such initiatives will have shaped a fundamental change in the way resources in field operations are managed and reported.

4.25 Continued emphasis will be placed on the prevention of misconduct, including training on standards of conduct and mandatory training for all categories of personnel on sexual exploitation and abuse through the provision of training materials to Member States and peacekeeping operations. Monitoring, review and provision of policy guidance and oversight on United Nations standards of conduct; advice on conduct and discipline matters relating to all categories of personnel; and assistance with appropriate and timely follow-up to allegations of misconduct will continue. Assistance and support to the inter-agency efforts on protection from sexual exploitation and abuse and on assistance to victims will be provided.

Subprogramme 6
Integrated support services

Objective of the Organization: To ensure proper materials, equipment and support services to field missions for the efficient delivery of their mandates

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Timely completion of the planning, rapid deployment and establishment of field missions in response to Security Council mandates	(a) (i) Identification and deployment of logistics equipment capable of supporting start-up teams and initial troop and police deployments within 90 days of the adoption of Security Council mandates (ii) Development of full information and communications technology capabilities, including secure voice, data and video services, within 20 hours of arrival of equipment and personnel

(b) Increased efficiency and effectiveness of peacekeeping operations and special political missions supported by the Department of Field Support	(b) (i) Missions have access to valid systems contracts with sufficient not-to-exceed amounts, 365 days a year (ii) Wide area network is functioning 99.8 per cent of the time

Strategy

4.26 Substantive responsibility for the subprogramme is vested in the Logistics Support Division and the Information and Communications Technology Division. The activities of those Divisions include the provision of equipment and services to missions for the effective, timely and efficient fulfilment of their mandates. The Divisions will provide integrated support services to missions and develop responsive mechanisms to address changing circumstances on the ground or changes in mandate. The Divisions will ensure pre-emptive operational readiness and will strive to be more effectively placed to prioritize the timely deployment of resources and optimize acquisition management and material resource utilization. The Divisions will continue to monitor and provide policy guidance and oversight on the delivery of integrated support to field missions. The Logistics Support Division will continue to provide strategic functions and guidance to field missions in the areas of engineering, supply, logistics planning, surface transport, movement control, medical services, aviation safety, air transport, contingent-owned equipment, property management and environment.

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Objective of the Organization: To observe and maintain the unconditional ceasefire and assist the parties to the 1949 Armistice Agreements in the supervision of the application and observance of the terms of those Agreements

Expected accomplishments of the Secretariat	Indicators of achievement
The Security Council is informed in a timely manner of non-compliance with its resolutions	Timely submission of observation reports to the Secretary-General

Strategy

4.27 The United Nations Truce Supervision Organization will implement its current core functions of observer deployment and liaison with regional authorities under its mandate. It will provide trained military observers to the United Nations Disengagement Observer Force and the United Nations Interim Force in Lebanon to assist with the implementation of their respective mandates. It will maintain its observer presence in Egypt through a liaison office and conduct a minimum acceptable level of patrols.

4.28 The mission will provide timely and accurate observation reports and analysis of regional political and security developments. It will also exercise command and provide administrative, logistical and security support to all outstations and at its

headquarters. It will use the good offices of the head of mission in strengthening the relationships with and between its host nations. The mission will maintain and improve effective liaison with troop-contributing nations' ambassadorial and consular representatives, and with regional United Nations organizations. It will develop contingency planning to address changes in the military and/or political situation in its area of operation.

2. United Nations Military Observer Group in India and Pakistan

Objective of the Organization: To monitor developments pertaining to ceasefire violations along the line of control in accordance with the mandate of the United Nations Military Observer Group in India and Pakistan contained in Security Council resolution 307 (1971)

Expected accomplishments of the Secretariat	Indicators of achievement
(a) The presence of United Nations military observers in established field stations on both sides of the line of control to monitor ceasefire violations	(a) Percentage of incidents/violations reported to United Nations Headquarters in a timely manner
(b) Effective and efficient patrolling and inspection and investigation of ceasefire violations	(b) (i) Number of operational patrols with free and secure access to notified areas to the extent permitted by the host countries (ii) Investigation of all complaints that can be investigated under the purview of the United Nations Military Observer Group in India and Pakistan and with the full cooperation of both parties

Strategy

4.29 The United Nations Military Observer Group in India and Pakistan will continue to provide timely and detailed reports on relevant developments in its area of operations in accordance with the implementation of its mandate.

4.30 The mission will continue to maintain military observers at all its operational field stations on both sides of the line of control, conduct efficient patrols and effective inspections and investigations of the alleged violations of the ceasefire and, to the extent permitted by the host countries, perform field tasks in the vicinity of the line of control from the field stations.

Legislative mandates

A. Peacekeeping operations

General Assembly resolutions

49/233 A and 52/230	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

57/290 B	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
59/296	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations: cross-cutting issues
65/289	Cross-cutting issues
65/290	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations
65/310	Comprehensive review of the whole question of peacekeeping operations in all their aspects
66/69	Assistance in mine action
66/246	Questions relating to the proposed programme budget for the biennium 2012-2013
66/248	Programme budget for the biennium 2012-2013
67/287	Support account for peacekeeping operations

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Security Council resolutions

50 (1948)	Cessation of hostilities in Palestine
54 (1948)	Situation in Palestine
73 (1949)	Armistice Agreements concluded by the parties involved in the conflict in Palestine

2. United Nations Military Observer Group in India and Pakistan

Security Council resolutions

39 (1948)	Establishment of a commission on the situation between India and Pakistan
47 (1948)	Restoration of peace and order in Jammu and Kashmir and the holding of a plebiscite
91 (1951)	Appointment of a United Nations Representative for India and Pakistan
307 (1971)	Observation of a durable ceasefire and cessation of hostilities in Jammu and Kashmir